

# WELFARE TO WORK VOUCHER PROGRAM FINAL REPORT

## SECTION 2

### TRENDS IN PROGRAM IMPLEMENTATION

#### INTRODUCTION

The WtW voucher program is in its infancy. Although the program has been in effect for 15 months, PHAs did not begin to aggressively issue vouchers until June of 2000. Leasing numbers began to climb beginning September of 2000. With 70 percent of units leased, the effort to recruit and sign participants onto the program is still underway. PHAs continue to modify program designs. While PHAs have had opportunity to refine intake, issuance and leasing processes, many agencies need to develop other aspects of the program.

There are as many program models as there are PHAs implementing the WtW program. The WtW NOFA allowed for substantial flexibility in program design. In addition, management at different PHAs placed varied importance on the success of the WtW program. It is difficult to generalize about overall program performance because progress varies substantially from PHA to PHA. While numerous PHAs are progressing well, other agencies are grappling with the initial challenge of housing families. Other PHAs have achieved 100 percent lease up, or are on track to do so by June 30, 2001, but have neglected to flesh out other aspects of the program.

The discussion below summarizes, to the extent possible, progress implementing and trends in the WtW program. Much of the information reported is based on the results of a comprehensive year end information gathering effort. Quadel TA Providers worked with their assigned PHAs to engage in “close-out” discussions enabling the TA Providers to complete an End-of-Year Information Sheet (see TAB 9 of the Appendix, *Catalogue of Contract Deliverables*). Quadel was able to collect end-of-year data from 82 of the 129 WtW PHAs. Although this represents a reporting rate of less than 100 percent, Quadel believes the information collected is sufficiently representative to be valuable to HUD and PHAs administering the program. It is not intended to be a statistically valid sample.

#### FAMILY OUTREACH AND SELECTION

WtW program guidelines limit eligibility to families eligible for TANF, families currently receiving TANF, or families receiving TANF within the last two years. HUD required PHAs to document for each applicant that housing assistance is critical to the family’s ability to obtain or retain employment. HUD encouraged PHAs to develop selection criteria that addressed local needs and priorities and targeted families within the pool of WtW-eligible applicants. Very few PHAs responded to this direction to develop special selection criteria. The majority of PHAs (70 percent of those reporting) use only the basic WtW eligibility requirements.

PHAs have generally taken a more pragmatic approach to determining a voucher is critical to the family’s ability to obtain or retain employment. The most common approach, used by 50 percent

of the PHAs reporting, is to assume the voucher is critical to the family's ability to obtain or retain employment and not require any documentation to support this determination. About 27 percent of the PHAs reporting assume the voucher is critical to the family's ability to obtain or retain employment and document each file as to why the voucher was necessary. The least common approach, used by 23 percent of PHAs reporting, was to develop selecting criteria specifically addressing this issue. Many PHAs would argue the basic WtW eligibility requirements sufficiently target families who need housing in order to obtain or retain employment and no further effort is required.

The two most commonly used selection criteria are 1) eligible families where the head of household is currently employed or engaged in a job-training or educational program; and 2) eligible families referred to the PHA by partner agencies, most often the local TANF agency. Exhibit 2-1, *Sample Selection Criteria*, provides a more detailed listing of the various types of selection criteria being used by PHAs.

**EXHIBIT 2-1**  
**SAMPLE SELECTION CRITERIA**

<ul style="list-style-type: none"> <li>• WtW eligible families for whom a TANF case manager or other program partner certifies that the voucher is critical to the family member's ability to obtain or retain employment.</li> <li>• WtW eligible families where the head of household is working or enrolled in a job training, job readiness, or educational program.</li> <li>• WtW eligible families where the head of household is working 30 or more hours per week.</li> <li>• WtW eligible families that are currently participating in or about to leave a transitional housing program.</li> <li>• WtW eligible families where the applicant lives or works in the PHA's jurisdiction.</li> </ul>	<p>Ranked preference system in order of highest priority:</p> <ul style="list-style-type: none"> <li>• WtW eligible families that have exhausted their TANF benefits, are participating in the State's welfare to work program, and are employed or in a job-training program.</li> <li>• WtW eligible families that will lose their TANF benefits within 12 months and are participating in the State's welfare to work program.</li> <li>• WtW eligible families that are participating in the State's welfare to work program.</li> <li>• WtW eligible families that are TANF recipients that are exempt from the TANF program's work requirements but are voluntarily participating in the State welfare to work program.</li> <li>• Any WtW eligible family.</li> </ul>
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About one-quarter of the PHAs reporting made changes to their selection process after application submission or early implementation. PHAs made changes after finding an insufficient number of families meeting the selection criteria in the PHA's application or experiencing difficulties receiving referrals from partner agencies. The changes were designed

to broaden the selection criteria in order to increase the pool of eligible applicants. Four PHAs reported changing a requirement that applicants work full-time to one that allowed applicants to work part-time, seek employment, or participate in a educational or training program. Other PHAs eliminated their selection criteria altogether and resorted to selecting families based on one or more of the three categories of eligible families. Only a few PHAs changed selection criteria to more narrowly target eligible families.

Most PHAs (80 percent of those reporting) describe their partners as being very involved or involved in developing selection criteria and referring eligible families. Approximately 40 percent of PHAs reporting had to open their waiting lists to create a pool of potentially eligible applicants for the program.

## Intake and Leasing

### *General Causes of Leasing Delays*

The majority of PHAs, including many agencies already leasing 100 percent of their vouchers, indicate the biggest challenge implementing the WtW program has been leasing a large number of units within the 12-month leasing deadline. In August of 2000, Quadel conducted a survey of PHA-reported leasing problems. The causes of leasing delays and the corresponding percentage of PHAs experiencing these delays are identified in Exhibit 2-2, *Primary Causes of Leasing Delays*.

**EXHIBIT 2-2**  
**PRIMARY CAUSES OF LEASING DELAYS**

Barrier	% PHAs Reporting
Initial Delays in Project Start-up and Implementation	38%
Lack of PHA Capacity	16%
Poor Coordination with TANF Agency	16%
Tight Housing Market	47% (inflated)

### *Initial Delays in Project Start-up and Implementation*

The most common barrier to implementation, and to meeting HUD's 12-month leasing deadline, has been delays PHAs experienced initiating the WtW program. Many PHAs delayed any activity until after the national conference in February 2000. PHAs then dedicated the first several months to start-up activities, including opening the waiting list, solidifying partnerships, coordinating with the local TANF agency regarding referrals, hiring and training additional staff, and streamlining processes and procedures. Agencies began using vouchers over the summer, more than halfway into the first year of implementation.

### *Lack of PHA Capacity*

The WtW voucher award represented the first significant voucher allocation in years, and many agencies suffered from a lack of capacity and experience in leasing a large number of new

vouchers. Agencies failed to conduct proper outreach to WtW eligible families, including opening the waiting list. Some agencies delayed intake activity until staff could identify and place on the waiting list a sufficient number of potentially eligible families.

Some agencies lacked sufficient staff to administer the program. PHAs were hampered by the inherent delays in hiring and training new personnel. Some agencies did not recognize the need to hire additional staff, and other PHAs lacked the funds to hire new personnel. Other agencies underestimated the amount of planning involved in order to run a successful program, or did not fully understand the program's goals and objectives and HUD's expectations.

In many instances, the WtW voucher award did not properly reflect PHA size and program capacity. PHAs generally received the amount of vouchers for which they applied, yet PHAs widely acknowledge they often asked for more vouchers than they wanted, assuming their requests would be reduced. Some PHAs received allocations disproportionate to the size of their existing program.

#### *Poor Coordination with TANF Agency*

PHAs struggled to design and implement a streamlined and well-coordinated process for identifying eligible families, referring families to PHA staff, and determining a voucher was critical to the family's ability to obtain or retain employment. In some cases, both PHA and TANF agency staff lacked a clear understanding of each other's programs, goals, and objectives. Weak communication at senior management levels resulted in a lack of "buy in" by front-line TANF staff and a clear mandate to promote the program. Technical and logistical issues also contributed to poor coordination. Some PHAs and TANF agencies experienced difficulties "cross checking" the names of voucher applicants against the names of families on the welfare rolls. Other local TANF agencies did not have the computer systems to extract easily the names of families receiving TANF assistance within the last two years. Some PHAs complained about the slow rate of receipt of referrals to the program. Other PHAs received referrals sporadically and in bulk.

PHA and TANF agency staff had competing priorities. Some TANF agencies referred families currently on TANF, while the PHA was targeting families receiving TANF within the last two years. Some TANF agencies were not willing to verify TANF eligibility for families not already on TANF, i.e., homeless families. PHAs discovered that large caseloads of some TANF staff hindered the agency's ability to respond to PHA needs.

A few PHAs report that their agency stopped coordination efforts with the TANF agency until after the development and execution of a formal Memorandum of Understanding.

#### *Tight Housing Market*

Although PHAs reported a tight housing market as the most common barrier to implementation, the number of PHAs negatively affected by market issues appears to be inflated. It was often reported by a PHA making little progress issuing vouchers. Other PHAs initially reporting concerns about their housing markets are on track to meet the June 30, 2001 leasing deadline.

Nonetheless, there are WtW PHAs struggling to lease in tight rental markets. Some PHAs received some relief when HUD raised the FMR to the 50th percentile or some metropolitan areas. Those PHAs identifying market issues as a barrier to implementation cite three primary issues:

- Low vacancy rates;
- Market rents above the payment standard; and
- Voucher saturation in the area.

PHAs report families are having difficulty locating housing close to areas of employment, public transportation, childcare and other support services. PHAs dealing with hard-to-serve populations, i.e. homeless, report difficulties finding housing for special-needs families.

### Leasing Progress to Date

In spite of the slow start, PHAs made significant strides, particularly in the last six months, issuing and leasing WtW vouchers. Exhibit 2-3, *Breakdown of Leasing Progress By Month (No Cap)*, and Exhibit 2-4, *Breakdown of Leasing Progress By Month (100% Cap)*, detail national issuance and leasing progress beginning in June, 2000, when Quadel began to collect this data as part of the monthly telephone technical assistance. PHAs began to issue aggressively during the summer of 2000. Leasing rates lagged behind by approximately three months, i.e. the typical amount of time a family has to search for housing before the voucher expires. The monthly TA phone calls created some energy that resulted in improved issuance and leasing rates. The latest figures indicate that PHAs have issued 47,235 of the 50,000 WtW vouchers (94 percent) and have leased 35,091 vouchers (70 percent). Tab 4 of the Appendix, *Catalogue of Contract Deliverables*, includes a compilation of the monthly leasing reports providing issuance and leasing numbers and percentages for every WtW agency.

**EXHIBIT 2-3**  
**NATIONAL ISSUANCE AND LEASING RATES – NO CAP**  
**JUNE 2000 – FEBRUARY 2001**

	2000							2001	
	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
<b>Issued (#)</b>	15,823	24,161	34,255	41,816	48,584	53,885	56,568	60,918	62,052
<b>Issued (%)</b>	32%	48%	69%	84%	97%	108%	113%	122%	124%
<b>Leased (#)</b>	5,266	8,700	12,090	15,533	20,101	24,797	28,069	33,274	35,717
<b>Leased (%)</b>	11%	17%	24%	31%	40%	50%	56%	67%	71%

**EXHIBIT 2-4**  
**NATIONAL ISSUANCE AND LEASING RATES – 100% CAP**  
**JUNE 2000 – FEBRUARY 2001**

	2000							2001	
	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
<b>Issued (#)</b>	15,823	23,616	32,679	38,164	42,913	44,495	44,982	46,340	47,235
<b>Issued (%)</b>	32%	47%	65%	76%	86%	89%	90%	93%	94%
<b>Leased (#)</b>	5,266	8,700	12,090	15,532	20,091	24,667	27,855	32,847	35,109
<b>Leased (%)</b>	11%	17%	24%	31%	40%	49%	56%	66%	70%

Thirty-two PHAs have achieved 100 percent lease-up (see Exhibit 2-5, *PHAs Achieving 100% Lease Up*), and another 70 PHAs appear on track to achieve 100 percent lease up by June 30, 2001. The remaining 27 PHAs appear not on-track to meet the program's leasing deadline. Each PHA in this category is struggling to lease due to a unique set of circumstances. Some circumstances may be beyond PHA control. Exhibit 2-6, *Breakdown of WtW PHAs by Leasing Rates*, includes a pie chart illustrating the percentage of PHAs achieving 100 percent lease-up, on track to do so, and not on-track to meet the June 30, 2001 deadline.

**EXHIBIT 2-5**  
**PHAS ACHIEVING 100% LEASE-UP (32)**

HOUSING AGENCY	STATE	AWARD	LEASED	% LEASED
Prichard HA	AL	525	532	101%
Phoenix Housing Dept.	AZ	50	56	112%
Anaheim HA	CA	700	925	132%
Fresno City HA	CA	700	700	100%
Fresno County HA	CA	700	700	100%
Broward County HA	FL	250	250	100%
Ft. Lauderdale HA	FL	150	168	112%
Hollywood HA	FL	100	100	100%
Pompano Beach HA	FL	75	75	100%
Champaign County HA	IL	200	206	103%
Cook County HA	IL	100	102	102%
Lake County HA	IL	75	89	119%
St. Mary's HA	MD	200	211	106%
Grand Rapids HC	MI	250	297	119%
Billings HA	MT	75	75	100%
Missoula HA	MT	40	51	128%
Raleigh HA	NC	700	905	129%
Las Vegas HA	NV	700	709	101%
Geneva HA	NY	50	53	106%
Cuyahoga HA	OH	700	708	101%

**EXHIBIT 2-5****PHAS ACHIEVING 100% LEASE-UP (32)**

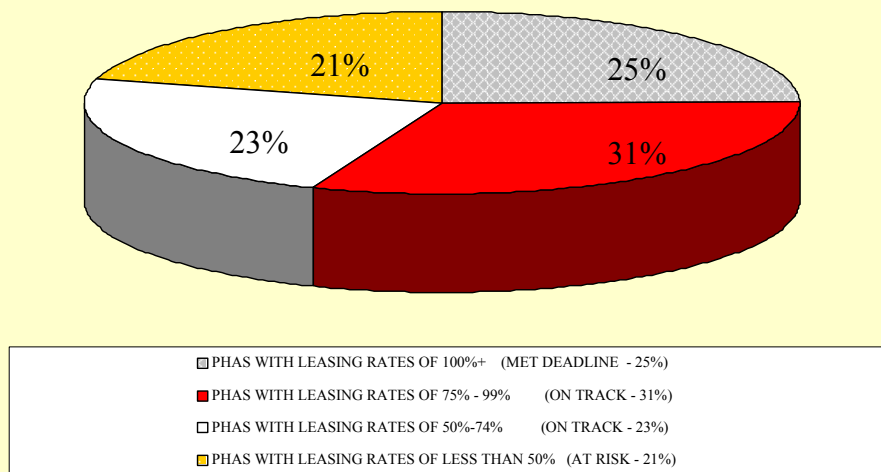
HOUSING AGENCY	STATE	AWARD	LEASED	% LEASED
Hamilton HA	OH	100	101	101%
Zanesville MHA	OH	50	51	102%
Douglas County HA	OR	35	38	109%
Mid-Columbia HA	OR	50	57	114%
Amarillo CSD	TX	100	104	104%
Salt Lake City HA	UT	200	204	102%
Salt Lake County HA	UT	400	406	102%
Chesapeake RHA	VA	350	351	100%
Island County HA	WA	35	35	100%
Spokane HA	WA	700	700	100%
Thurston County HA	WA	250	258	103%
Walla Walla HA	WA	75	76	101%
<b>TOTALS</b>		<b>8,685</b>	<b>9,293</b>	

**Processing Changes and Other Trends**

A high percentage of PHAs (85 percent of those reporting) made changes to their regular outreach, intake, issuance and leasing processes to implement the WtW voucher program. The most common changes made, in order of frequency, were:

- Conducting mass briefing and issuance;
- Streamlining existing procedures;
- Conducting mass intake;
- Marketing the program to families; and
- Expediting the verification process.

**EXHIBIT 2-6**  
**BREAKDOWN OF WtW PHAS BY LEASING RATES**



Although difficult to quantify, many PHAs revised procedures to improve efficiency. Large PHAs accustomed to group intake and briefings went to mass intake and briefings using fair grounds or field houses to serve 500 to 1,000 people at a time. Small agencies, in the habit of conducting individual briefings, learned to conduct group briefings and saw the efficiency of processing applications in bulk.

Quadel TA Providers presented tools in the form of charts enabling PHAs to plan leasing activities based on the number of vouchers a PHA needed to issue each month to achieve leasing goals. Few TA providers reported enthusiastic PHA response to this planning approach. This issue deserves future attention.

An equally high percentage of PHAs made staffing changes to focus on WtW leasing. Staffing changes most often included one or more of the following:

- Hiring additional staff;
- Paying existing staff to work overtime;
- Hiring temporary (mostly clerical) staff; and/or
- Creating a “WtW Coordinator” or similar position.

While most PHAs made staffing changes to handle the additional workload, many of the same PHAs identified staffing constraints and lack of resources to hire additional staff as significant challenges in implementing the program. Those PHAs that addressed staffing shortages early in the program were most successful in issuing and leasing WtW vouchers.

Approximately 55 percent of the PHAs reporting changed the oral presentation and written briefing materials used in the regular voucher program to address needs of WtW families. These PHAs used the briefing to emphasize the unique aspects of the WtW program, highlight the benefits of participating, and clarify the special responsibilities of families participating in the WtW program. Some PHAs invited supportive service partners to co-present at the briefing. Others promoted the FSS program to families and educated families about the resources available to them as program participants.

## **HOUSING SEARCH, OWNER OUTREACH, AND SUCCESS RATES**

Search assistance and owner recruitment are widely recognized as critical to a family’s ability to successfully under lease the program. Search assistance and owner outreach take on greater importance in the WtW program because of the stated objective of moving families into stable housing located close to job centers, public transportation, and services. This objective creates new challenges for PHAs. First, families are typically not accustomed to searching for housing in the target areas. Second, owners of rental units in the target areas are not likely to be familiar with or interested in the voucher program.

Nearly two-thirds of the PHAs reporting do not provide search assistance to WtW families beyond that typically to provided regular voucher families. Over half the respondents indicated



they do not conduct owner outreach beyond that conducted for the regular voucher program. The most common form of search assistance provided is the distribution of owner or unit listings. Over 40 percent of the PHAs reporting provide some form of security deposit, utility, or move assistance to families. The most common forms of owner recruitment in use are fairs or workshops, networking with owner associations and other industry groups, and special advertising or marketing. Eleven percent of PHAs reporting established landlord advisory groups while less than ten percent of those reporting offered some form of incentive (loans, holding fees, gift certificates) to encourage owners to participate. One PHA reported that the Mayor sent letters to program owners and new owners thanking them for participating in the program and emphasizing the importance of the program for the health of the city.

WtW PHAs repeatedly mentioned both search assistance and landlord recruitment as formidable challenges in implementing the program. Related challenges include: Locating financial resources for security deposit, move, and utility assistance; educating families about the benefits to moving to high employment areas and promoting deconcentration goals; helping hard-to-serve populations overcome barriers to leasing; and working with families with bad credit histories. While WtW PHAs recognize the need for effective search assistance and landlord outreach, many agencies lack the time, staff, and resources to focus on this need.

Most PHAs report that success rates for WtW families are either higher or the same as success rates for regular program families. Few PHAs report WtW success rates lower than for regular program families. PHAs reporting a lower success rate attribute this result to the targeting of hard-to-serve populations facing significant leasing barriers, such as poor credit, rental, or criminal histories. About two-thirds of the PHAs report limiting search time to 120 days. Based on data provided by the 82 PHAs, an estimated 15 percent of the total number of vouchers issued program-wide have expired. The most common reasons for voucher expiration, in order of frequency, are:

- Client unable to locate unit due to tight housing market;
- Poor credit history;
- Lack of client follow-through;
- Inability to pay for security deposit; and
- Housing no longer needed.

## **FAMILY OBLIGATIONS**

About 50 percent of the PHAs reporting require WtW families adhere to specific work requirements. Work requirements vary widely from PHA to PHA in terms of complexity of design, amount of work required, level of difficulty to monitor, entity responsible for monitoring family adherence, flexibility provided to families failing to meet the requirements, and sanctions imposed on families not meeting program obligations. The most frequently mentioned work requirement is engagement in full-time work or some combination of part-time work and job training, job search, or enrollment in an educational program. Other PHAs require participants to meet the job requirements established by the local TANF agency or other program partner. One PHA allows its partners to establish job requirements on an individual, case-by-case basis.

Exhibit 2-7, *Sample Work Requirements*, lists the range of work requirements being used by WtW PHAs.

**EXHIBIT 2-7**  
**SAMPLE WORK REQUIREMENTS**

<ul style="list-style-type: none"> <li>• Head of household (HH) must maintain full-time (F/T) employment or status as a F/T student. Participant has a 90-day grace period to comply with the work requirement if he/she becomes unemployed, leaves school, etc.</li> <li>• HH must be working and/or a FT student within 12 months of participation in the program.</li> <li>• One adult family member must be working 32 hours/week. If there are two or more adults, two adults must collectively work 35 hours/week.</li> <li>• HH or other adult family member must work a total of three months during the first year of participation, six months during the second year of participation, and nine months during the third year of participation.</li> <li>• HH must work at least 20 hours/week or be enrolled FT in an educational program.</li> <li>• Within six months of participation, one adult family member must be working 20 hours/week or in school part-time (PT).</li> <li>• Within 12 months of participation, one adult family member must be working 35-40 hours/week or in school FT, or in a combination of PT work and school.</li> <li>• Within 12 months of participation in program, HH must be working a minimum of 30 hours/week or enrolled FT in an educational program, or employed PT and enrolled in an educational program PT. Upon unemployment, HH must find employment within 30 days.</li> <li>• HH must be searching for salaried employment, participating in a job-readiness program, or employed. Family must notify PHA in writing within five days of losing employment and must meet with PHA staff within 10 days of unemployment to develop a work search plan.</li> </ul>	<ul style="list-style-type: none"> <li>• HH must maintain employment 9 out of 12 months between reexaminations. Work should be FT (defined as 30 hours/week) unless PT employment (hours not specified) is combined with a training or educational program.</li> <li>• HH must be employed at least 20 hours/week. If HH works less than 20 hours/week or becomes unemployed for more than four months, the family may lose assistance if good cause exists.</li> <li>• Family member must obtain employment within 90 days of receiving assistance and must remain employed.</li> <li>• HH or other adult family member must remain employed for at least 75 hours/month. Employment must be found within 2-8 months after losing employment.</li> <li>• HH or other adult family member must remain employed and cannot be unemployed more than 90 days.</li> <li>• Family must adhere to the work requirements established by the local TANF or DOL agency's welfare to work program.</li> <li>• Adult family member must obtain employment or enroll in an accredited job-training program within 60 days of lease signing.</li> <li>• Family must adhere to work requirements, as determined by the family's TANF case manager and/or job counselor.</li> <li>• HH must be working, actively searching for a job, or enrolled in an educational program. If searching for a job, individual must demonstrate that it has made three to four job contacts each day.</li> <li>• HH must work a minimum of 24 hours/week or find employment within 60 days of participation in the program or losing employment.</li> </ul>
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PHAs that established work requirements believe that such requirements are critical to successfully demonstrating WtW voucher families obtained and/or retained employment. Many of these PHAs dedicated time and energy to establishing work requirements, often with extensive input from program partners. These work requirements tend to place additional burdens on the PHA. For example, the PHA must clearly inform families of the requirements and monitor adherence to them. In addition, leasing can be more difficult because not every eligible family is willing to accept the work requirements. Likewise, turnover due to failure to adhere to the work requirement may be higher than for PHAs with no work requirements.

Forty percent of the PHAs reporting established WtW family obligations in addition to the employment requirement. These obligations also vary widely from PHA to PHA. Family obligations range from requiring the family to comply with the requirements of a self-sufficiency program administered by a program partner to requiring families to develop a self-sufficiency plan and demonstrate progress in meeting the established objectives. A sampling of family obligations other than those related to work requirements is included in Exhibit 2-8, *Sample Family Obligations*. Almost 60 percent of the PHAs reporting require families to sign some kind of contract of participation. Almost forty percent of these PHAs modeled their contract on the FSS contract.

#### EXHIBIT 2-8 SAMPLE FAMILY OBLIGATIONS

<ul style="list-style-type: none"> <li>• Enter into a self-sufficiency action plan, remain in contact with case manager, and attend an annual review of progress in meeting plan's goals.</li> <li>• Remain in compliance with local TANF requirements.</li> <li>• Work with a PHA or partner agency case manager.</li> <li>• Enroll in either FSS or a DOL or other partner agency work program.</li> <li>• Attend self-sufficiency workshops, such as money management, owner/tenant relations, job search, etc.</li> <li>• Meet with case manager every three months to review progress.</li> </ul>	<ul style="list-style-type: none"> <li>• Attend an FSS orientation session.</li> <li>• Submit reports and information on family status as required by PHA and participate in any monitoring activities established by the PHA.</li> <li>• Remain in contact with case manager during first 12 months of participation.</li> <li>• Demonstrate progress towards self-sufficiency at reexamination. If no progress made, must complete a self-sufficiency plan.</li> <li>• Provide a copy of self-sufficiency plan entered into with local TANF agency and must submit resume on-line with a career service.</li> </ul>
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Portability continues to be an unresolved issue for many PHAs. Due to lack of guidance from HUD on this issue, PHAs either avoided the issue altogether or attempted to establish special portability policies for WtW based on local needs. The results from Quadel's end-of-contract data collection efforts indicate one-third of the PHAs reporting established special portability rules for WtW families. Some of these policies are ill advised or not allowable under HUD regulations. PHAs established the following policies for WtW families:

- Families may port only to an area where another PHA is administering the WtW program;
- WtW families may port only to neighboring jurisdictions, enabling family members to continue meeting program obligations with the originating PHA.
- Families may move if the move supports employment objectives;
- Participants may move to an area where there is no PHA administering the WtW program, but the receiving PHA must enter into a special agreement with the initial PHA regarding monitoring of the WtW family's progress;
- Families may port, but their voucher will be switched to a non-WtW voucher;
- WtW families may not port;
- WtW families may not port out unless the receiving PHA agrees to administer (rather than absorb) the family's voucher;
- WtW family must complete a budgeting class before porting;
- WtW families that port into a non-WtW jurisdiction must agree to a long distance case management arrangement; and
- WtW portability requests must be submitted in writing and reviewed by a committee. PHA does not allow port-outs for employment purposes, due to a shortage of workers in the initial PHAs jurisdiction.

## **CASE MANAGEMENT AND SUPPORTIVE SERVICES**

### **Challenges and Successes**

PHAs report the following issues as the biggest challenges related to providing supportive services:

- Turning commitments from partner agencies into real, working partnerships;
- Finding time and resources to address a family's employment, case management, and other supportive service needs when the PHA is under intense pressure to lease units;

- Dealing with hard-to-serve families requiring more intensive case management than regular program families; and
- Developing partnerships with local employers.

PHAs successes related to case management and supportive service provision include:

- Improved relationships with local service delivery system and, in particular, TANF and DOL agencies;
- Providing families with access to a strong supportive service network;
- Creation of a more seamless service delivery system; and
- Linking the FSS and WtW programs.

### **Relationship to FSS Program**

While 85 percent of the PHAs reporting administer FSS programs, the percentage of WtW families currently enrolled in the FSS program is surprisingly low. Quadel estimates the FSS participation rate for WtW families between 10-15 percent. PHAs, in an effort to lease units quickly, did not dedicate time and resources to recruiting families to the FSS program. Their plan is to contact WtW families after the program is leased to encourage participation in FSS. Many PHAs indicate they expect a high percentage of WtW families to participate in FSS, even though current data does not support this. Some PHAs are planning to expand their FSS programs in order to accommodate WtW families.

Some PHAs report no efforts being made to encourage families to participate in FSS because their FSS programs are operating at full capacity and they lack resources to expand the program. Other agencies claim families are reluctant to participate in FSS because they view the program as an added obligation with little benefit in return.

### **Case Management and Supportive Services**

PHAs, partner agencies, or both agencies provide case management services to WtW families. PHAs that do provide case management services usually lack the staff specifically devoted to supportive services and case management functions. PHAs with staff devoted specifically to case management tend to have too few case managers for the number of families needing services. Other PHAs plan to provide case management services only to families enrolling in FSS.

WtW PHAs are just beginning to focus on the case management and supportive service aspects of their programs. The amount of staff dedicated to case management may now increase, although the lack of funding for supportive services continues as a major barrier to expanding the range of services available to WtW families. Many smaller PHAs, particularly those in non-

urban areas, feel that it is unrealistic to expect PHAs to ensure a comprehensive array of services for families. They claim fewer in-house resources and partners able to provide such services. Strong partnerships are clearly a key factor in the quality of a PHA's supportive services plan. The primary partner providing case management tends to be the local TANF agency, followed by DOL/Workforce Development Boards or DOL contracting agencies. Other non-profit organizations provide services to a lesser degree.

Most PHAs have not developed relationships with the local business community to encourage employers to hire families participating in the program. Almost 70 percent of the PHAs reporting indicated they are not working with employers. There are some PHAs, however, that have developed good relationships with local employers. These relationships can serve as models for other PHAs. Employers working with PHAs include Coca-Cola Company, Boston Edison, Marriott Corporation, and local fast food employers.

PHAs received various levels of assistance to fund supportive services. Some PHAs are implementing supportive services without any financial assistance, while other agencies received funding to support case management and supportive service efforts. The bulk of the PHAs received some funding, but the need for additional funding is great. Exhibit 2-9, *Funding for Housing Search and Supportive Services*, highlights the primary sources of funding and the amount and purpose of funding received by individual PHA. This chart does not include every WtW PHA and is intended only to give an indication of dollar funding committed to the program.

**EXHIBIT 2-9**  
**FUNDING FOR HOUSING SEARCH AND SUPPORTIVE SERVICES**

PHA	FUNDING SOURCE	AMOUNT	USE/PURPOSE
Texoma COG			
	TANF	\$91,985 (14 months)	Assistance for emergency housing needs, utility deposits, and vehicle repair
Cook County			
	PHA	\$5,000	Direct Client Services
	TANF	In-Kind	Child Care, Medical Assistance, Transportation
	Private (Banks)	\$1,000-\$2,000/YR	Education Scholarships, Direct Client Services
St. George			
	PHA	\$12,000	Case Management
	TANF	In-Kind	Case Management
Niagara Falls			
	TANF	\$65,000	New Staff, Training, Computers
Grand Rapids			
	TANF	\$30,000	Security Deposits
	Local Government	\$10,000	Salaries for FSS Coordinators

**EXHIBIT 2-9**  
**FUNDING FOR HOUSING SEARCH AND SUPPORTIVE SERVICES**

PHA	FUNDING SOURCE	AMOUNT	USE/PURPOSE
Perth Amboy			
	PHA	\$43,000	FSS Coordinator
	DOL	\$190,000	Job Search Counselor, Computer Center Renovation, Security Deposit Assistance
Culver City			
	PHA	\$54,000	Housing Search, Referral, FSS, Evaluation
	TANF	\$2,500 per unit	Housing Search and Job Placement
Santa Clara Co.			
	PHA	\$111,000	Translations, Workshop Facilitation, WtW Information Meetings and Case Management
	TANF	\$562,000 (through 6/30/02)	Housing Search and Case Management
Chesapeake RHA			
	Not Specified	\$10,000	Resident Education, Employment Training and Job Readiness
Kansas City			
	TANF	\$35,000	Security Deposits
Phoenix			
	PHA	\$60,000	Program Administration
	DOL	\$5,800,000	WtW Competitive Grant
	Local Gov't	\$1,000,000	Formula Grant
	Private (Foundations)	\$400,000	Human Services Dept. Case Management, FSS, Step-up Program
Raleigh			
	PHA	\$38,000	FSS Coordinator
Massachusetts DHCD			
	PHA Admin Fee Reserves	\$140,000 (Annually)	Owners Incentive Pilot Program
	TANF	\$350,000 Annually	Salaries For 8 WtW Coordinators
Plymouth Housing Commission			
	TANF	\$10,000	Security Deposit Assistance
Wyoming			
	TANF	\$30,000	Security Deposits
	Local Gov't (CDBG Funds)	\$10,000	Salaries for FSS Coordinators
Austin			
	DOL	\$1,700,000	Intensive Case Management. Services through non-profit
Zanesville			
	PHA	\$44,558	FSS Coordinator
New York Department of Housing Development and Preservation			
	PHA	\$265,000	Apartment Search Assistance
	TANF	\$5,727,100	Relocation and Employment Services

**EXHIBIT 2-9**  
**FUNDING FOR HOUSING SEARCH AND SUPPORTIVE SERVICES**

PHA	FUNDING SOURCE	AMOUNT	USE/PURPOSE
Akron			
	PHA	\$60,500	Staffing and Administration Costs
Lucas Metropolitan			
	PHA	\$58,000	Staff Salaries
Town of Colonie			
	PHA	\$25,000	WtW Coordinator
Colorado Department of Human Services			
	TANF	\$147,000	Welfare Assistance
	Non-Profits	\$262,488	Case Management/Support Services
HOC Montgomery Co.			
	Local Gov't	In-Kind	Tuition, Books, Childcare, Transportation, Staff and FSS Program Funding
	ROSS	\$46,000	Tuition, Books, Childcare, Transportation, and Job Training
Miami-Dade			
	TANF	\$1,750,000	\$1,200/Yr per family for Support Services (Course Books, Tuition, Auto Insurance, Vehicle Repairs, Utility Deposits, Security Deposits)
		\$2,500,000	Gas Cards, Bus Passes
Aiken			
	DOL (For Service Partner)	\$186,000	Staffing, Overhead, Childcare and Transportation Services
Chattanooga			
	PHA Admin Fees	\$52,000 (Annually)	Funding for Case Management Services with TANF Partner
Loudoun Co. (VHDA)			
	PHA	\$30,000	Staff Salary/Benefits
	TANF	\$75,000	Security Deposits, Employment Services, Salaries, Benefits
Northumberland (VHDA)			
	DOL	\$823.00	Job Assistance Activities
Tampa			
	PHA	\$46,000	FSS Case Management

A small percentage of WtW participants have access to HHS funds provided under the Individual Development Account (IDA) program. Eight of the 82 agencies reporting offer an IDA program to WtW families. Another ten agencies work with partners that administer IDA programs.

Participating families appear to have access to various forms of transportation assistance to enable them to get to work. Over three-quarters of the PHAs reporting work with partners that provide transportation assistance. The TANF partners have the largest role in this area. The most common type of assistance is the provision of passes or funds for public transportation. Several PHAs also mentioned vehicle repair and purchasing programs. Gas reimbursement for



travel related to employment, funds for transportation to and from daycare, van services to areas of employment, provision of gas cards, vehicle donation programs, and one-time emergency grants for transportation difficulties are examples of assistance being offered to WtW families. The Montgomery County (PA) Housing Authority has a unique program whereby WtW families that are working receive round-trip transportation to employment for six months, with the understanding that the savings realized be used to purchase a car. After six months of WtW participation and employment, the participant is eligible for auto purchasing assistance.

### **Partnership Building**

Implementation of the WtW voucher program has enabled PHAs to strengthen relationships with their local service delivery system. Almost two-thirds of PHAs reporting citing improved relations. WtW families have greater access to an array of supportive services. By increasing communication and cooperation, the WtW program results in families receiving a more comprehensive and customized package of services through a more efficient, seamless, and effective delivery system. The WtW program has resulted in new community partnerships as well as the strengthening of existing partnerships. Many PHAs report that local supportive service agencies increasingly recognize the important role the PHA can play in welfare-to-work programming. PHAs also report that partnerships not only benefit WtW participants but other assisted families as well. PHA staff are better educated about the availability of self-sufficiency services in the community.

In general, the program has succeeded in improving PHA relationships with the local agencies administering TANF and DOL welfare to work funds. At the same time, many PHAs report the need to continue to strengthen these relationships. The PHA-TANF relationship was stronger both prior to and after WtW implementation than the PHA-DOL relationship.

Of the PHAs responding to Quadel's request for information, 42 percent indicated their relationship with the local TANF agency was either non-existent or weak prior to WtW. After WtW implementation, the number of agencies reporting a weak or non-existent relationship decreased to 12 percent. Eighteen percent of the PHAs reporting began implementation through a relationship with the local TANF agency that was above expectations. More than twice as many PHAs (39 percent) now report the relationship to be above expectations. Thirteen PHAs reported no relationship with the TANF agency at the start of the program. Only one PHA reported no relationship with the local TANF agency after a year of implementation, and two others reported a weakening of the relationship due to WtW.

A larger number of PHAs, about 60 percent of those reporting, described their relationship with the local agency administering DOL welfare-to-work funds as weak or non-existent prior to the WtW program. This percentage dropped to 35 percent. Work remains to increase the number of PHAs with satisfactory or positive relationships with agencies administering DOL funds. Only eight percent of the PHAs reporting began the program with a superior relationship with the agency administering DOL funds. After one year, 21 percent of the PHAs reporting described the relationship as above expectations. Eighteen PHAs reported that they currently have no relationship with the local DOL agency.

## MONITORING AND TRACKING

Developing monitoring systems and tracking family progress, particularly in achieving the employment objectives of the program, continue to be a significant challenge for most PHAs. During its end-of-contract data collection effort, Quadel asked each PHA to provide quantitative data for a series of indicators that measure success in or progress towards achieving the program's objectives. Quadel based these indicators on information to be collected in the draft Form HUD-50058 WtW/FSS addendum.

It would be misleading for Quadel to report on the limited and spotty data it received because it may or may not be representative of the program as a whole. Performance data is limited because most PHAs either reported that the data was not available or avoided answering the question entirely. Almost 50 percent of the PHAs reporting responded that they are routinely collecting *some* of the data that is required on the proposed HUD-50058 WtW addendum. These PHAs are doing so on an individual family basis, however, and do not have the tracking systems in place to tabulate the data and present it on a program-wide basis. Because of this, it is very difficult at this point in time to report quantitatively on performance other than leasing performance.

While most PHAs seem to recognize the importance of monitoring and tracking, they are encountering serious impediments to data collection and analysis. First and foremost, PHAs claim that they lack staff, time, and resources to establish and maintain comprehensive monitoring systems. The pressure to lease a large amount of vouchers in a short time frame exacerbates the issue. Secondly, many PHAs report that they are waiting for the implementation of the new HUD-50058 and WtW/FSS addendum. Because HUD stated at the national conference that it would not require any additional reporting for WtW other than what is required through MTCS, most PHAs did not devote staff time and money to establish their own tracking systems. The delays in implementing the HUD-50058 have created a dilemma for many PHAs.

Another issue is that some PHAs appear to be collecting performance data but only for WtW families participating in FSS. Those families not participating in FSS are not tracked as closely.

Some PHAs were able to identify additional items that they are tracking on a regular basis. These include:

- Moves to homeownership;
- Participation in homeownership counseling;
- Participation in parenting skills workshops;
- Long-term employment interests;
- Education levels;
- Access to health insurance;
- Access to child care;
- Suspensions from meeting employment/work requirements; and
- Progress made toward achieving self-sufficiency goals.

About one-quarter of the PHAs reporting have established a system of communication to record the services that its partners are providing to individual WtW families. Most PHAs are not tracking services on a program-wide basis.